



Economic  
Opportunities Through  
Action



**U**NITED  
**C**OMMUNITY  
**C**ORPORATION  
**PROGRAM REPORT: 1965-66**

## Message from the president . . .

The job of rebuilding Newark's physical and human resources is not alone the task of the mighty and the rich; no one man or group is capable. The future of our society, perhaps this civilization, resides with all our people and institutions and their ability to work creatively side by side for the common good.

The United Community Corporation has dedicated itself to bringing all people and groups together in an effort to create a better day for many citizens, some of whom have suffered for generations from the ravages of inequality and poverty.

*C. Willard Heckel*  
C. Willard Heckel, President

Symbolizing Newark's Community Action Program—

### THE AREA BOARD



The map shows the general location of each of UCC's nine Area Boards

## UCC Program Report: 1965-66

### — Highlights —

- Programs Totaling Over \$4,000,000 in Federal Funds
- Increased Resident Participation
- Corporation Membership: 8,000-plus
- Expansion of Social Agency Programs
- Coordination of Services
- Development of Community Based Organizations

... maximum feasible participation of the residents to be served in planning, conduct, administration, and as employees . . .

"... The Economic Opportunity Act of 1964 recognizes the principle of representation, of full participation, of fair bargaining; it establishes a new relationship and new grievance procedures between the poor and the rest of our society . . ."

R. Sargent Shriver, Director  
U. S. Office of Economic Opportunity  
May, 1966

# INTRODUCTION

The United Community Corporation was formed in the summer of 1964 at the behest of Mayor Hugh J. Addonizio, as he sought to bring together the many diverse elements in the community to provide the foundation, direction and momentum essential for waging an effective war on poverty in the City of Newark. A total of 53 community leaders—representing civil rights, business and labor, the clergy and the municipal government—were constituted as the first Board of Trustees to carry out this sweeping mandate of the Mayor.

This board moved swiftly in search of the Corporation's first staff person—an executive director—and by December 1965 had secured the services of Cyril D. Tyson, the present director.

By February 1, 1965 the U. S. Office of Economic Opportunity, the agency administering the funds in the War on Poverty, approved a grant of some \$184,000 to enable the United Community Corporation to develop a program under Title II of the Economic Opportunity Act—the Community Action section. From that day forward the United Community Corporation

was to be officially classified as Newark's Community Action Program (CAP) agency.

The first grant was matched by local contribution amounting to \$45,000, committed by the City of Newark, the Newark Board of Education, and the then Welfare Federation (since renamed United Community Fund and Council of Essex and West Hudson).

The UCC, as the central antipoverty agency for the City of Newark, from its founding has regarded itself as a business corporation rather than a social agency, in the strict sense of the word. It has established simple and clear lines of administration, and a basic, three-step approach to program implementation:

Briefly, the UCC is in a position not only to administer programs directly, but to contract with existing agencies, both public and private, and to create new organizations (of the poor) to implement programs when this is considered appropriate.

A second grant to aid the Corporation in expanding and strengthening its Community Action Program, was approved on June 30, 1965, in the amount of \$197,000.

Basic to the UCC approach is a unique theory that the Corporation will administer and

sub-contract programs not as separate entities, but rather as interrelated parts designed to spearhead movement toward a wide range of socio-economic changes in Newark.

These programs and services are perceived, therefore, as a vehicle through which citizens of Newark will be engaged in a process of identifying causal factors related to their pathology; developing the tools, techniques and skills to overcome present difficulties created by slum conditions, educational deficiencies and unemployment and, in the process, become full participants in a viable, expanding, democratic society. In this regard programs will not be just ends unto themselves.

To insure "maximum feasible participation of the residents of the area to be served" in planning, conduct, administration, and as employees of the programs from which they will derive benefits, the Corporation directed the creation of organizational structures throughout Newark to be known as **Area Boards**.

The scope of the program is broad, its ramifications far-reaching, and its role complex. We shall attempt to describe briefly in the next few pages through words and pictures its activities and accomplishments from February 1, 1965 to May 1966.

## Applying the Principle of Maximum Feasible Participation . . .

This complex process, focusing at one and the same time on program development, negotiation with established institutions and on widespread community participation and acceptance, requires an unusual and innovative design.

The Board of Trustees, which now numbers 87 as a result of by-laws changes approved at a special meeting of Corporation members in February 1966, is itself unique. It has brought together individuals representative of many segments of the community, including its youth. Its commitment to broad participation is reflected in provisions to include seven **ex-officio** members representing the city government—the Mayor and six City Councilmen—and 27 representatives of Newark's Area Boards—three from each.

The Board of Trustees meets monthly to govern the affairs of the agency, and in its capacity has the power to approve or reject all requests for program funds. To assist the board in its deliberations, and insure consistent and

substantive program content, meeting community needs, a system of checks and balances was established. This also permits maximum exposure of program proposals to a wide cross section of the community.

One step in this process is the board committee in the areas of budget and finance, membership, personnel and program. The program committee is a vital link in the process of program approval and development prior to Board of Trustees action. Meeting regularly during 1965-66 this committee heard arguments, studied and considered some 35 proposals, sponsored by established agencies such as the Board of Education, Seton Hall University, the Mt. Carmel Guild, the Newark Commission for Neighborhood Conservation and Rehabilitation, and newly created agencies such as the Newark Pre-School Council, the Blazer Youth Council and the Newark Legal Services Project.

However, between the time the program proposal comes before the program committee and

the time it reaches the Board of Trustees for final action it must go through two additional steps—staff and task force evaluation.

Each task force, composed primarily of Newark residents, who are members of the UCC, evaluates proposals and makes recommendations to the board. Each is chaired by members of the Corporation who are not members of the board. The five task forces—employment, education, special projects, housing and community action—during the period covered by this report studied proposals in a wide range of subject areas—from recreation to housing rehabilitation and from pre-school education to programs for the elderly.

The role of the task force, which numbers from 30 to 100 in membership, is key to the establishment of community involvement in the decision making processes that effect the substance and quality of programs considered. It is another link in the chain that binds Board of Trustee commitment and responsibility to the wishes and demands of the membership.

# The Area Board

To further strengthen the relationship of the community to program development, the Corporation has devised an interlocking process through the vehicle of the Area Board. The Boards, eight of which are in various stages of development, including four which acquired their own rented meeting places, are essential building blocks in the systematic process to create a fully democratic environment based on equal opportunity for all citizens.

In some respects the Area Board may be compared to the community council or civic improvement group, which have come to be associated with middle and upper middle income residential areas. However, the poor and the impoverished, alienated from the mainstream of American life, are unaccustomed to what we often take for granted as the normal processes for change.

The Area Board, therefore, is especially designed not only to acquaint those living in slum conditions with the wide variety of problems with which they are confronted, but also to offer them a unique opportunity to partici-

pate in the process to bring about change in the system that because of ignorance and intolerance has perpetuated and nourished generations of poor.

Each board is independent and semi-autonomous and free to develop programs to meet the needs of the locale and the residents of the area. During the period covered by this report seven Area Boards were formed and launched programs under the supervision of staff hired by UCC from the respective neighborhood.

A staff of four—community organizer, researcher and worker, and clerk typist—is pro-



jected for each Area Board, although up to the present date a number of vacancies still exist. Budget limitations prevented hiring of additional staff, but it is anticipated that the basic complement of each board will be filled in the coming year, and new staff will be assigned to Area Boards on the basis of neighborhood need. At the present time 23 staff persons are assigned to Area Boards, and six, including the director of the division, comprise central staff.

To complete the process, the majority of Area Board members are also members of the United Community Corporation. They are then in a position to effect program movement and direction through task force participation and election of the UCC Board of Trustees. In addition, trustees are elected from among the general membership of the Corporation, which rose to around 8,500 during the first months of 1966.

Finally, the program provides a real working plan for the participation of Area Board members to serve on the various boards and committees planning and conducting neighborhood and city-wide community action programs. Although Area Board organization did not gain momentum until June 1965 their members played an active role in the planning and ad-

ministration, and as employees in a number of these programs. These include: **Operation Head Start**, **Newark Pre-School Council, Inc.**, the **Blazer Community Employment Training Program** and the **Newark Legal Services Project**. Two summer programs sponsored by **Seton Hall University**, **Newark's Queen of Angels Church** and the **Neighborhood Block Recreational Program**, sponsored by the police department's **PAL**, were also involved in this process.

A unique development in citizen participation came about when an advisory committee was named to the Newark Senior Citizens Commission, which is a municipal agency. Together with the commission and its staff, and with financing by the United Community Corporation, this group helped to plan a one-million-dollar **Golden Age Plan** to aid Newark's elderly. Furthermore, a commitment to elevate members of the advisory committee to full-fledged City Commissioners has been made, pending amendment of the city ordinance.

The **N. J. State Community Action Institute**, sponsored by the N. J. Office of Economic Opportunity, **Project: Upward Bound**; the **Mt. Carmel Guild Youth Chance Program**, **Career Oriented Preparation for Employment (COPE)** and the **Newark Remedial and Tutorial Council** also

established advisory machinery, drawing upon the membership of Newark's Area Boards.

Several programs approved by the Board of Trustees of the UCC and submitted to the OEO for funding, still await final action by the Federal agency. In order to present a full and complete picture, mention is made of these programs:

**Small Business Development Center**—To establish a facility to aid in the development and implementation of a program designed to strengthen existing small businesses and aid in the establishment of new businesses.

**Cultural and Leadership Program**—Sponsored by the Leaguers the project will provide specialized programs with a major emphasis on educational, cultural and social activities for young people. Area Boards will assist in recruitment and participate in the process of program approval.

**Pre-School Readiness Opportunity Project**—To conduct preventive programs for three-five-year-olds from low income families—including those from homes with one or more educable retarded children attending special classes. The

administrative board is to include Area Board representatives.

Five Area Boards acquired permanent, office space averaging 3,600 square feet for the purpose of conducting meetings and other activities. Centers were opened at the following locations:

- Area Board I — 193 Central Ave.
- Area Board II — 415 Springfield Ave.
- Area Board III — 188 Badger Ave.
- Area Board IV — 960 Frelinghuysen Ave.
- Area Board VII — 307 North Sixth St.

Area Board III, one of the earlier Boards formed, has submitted a proposal for a multi-purpose center in that area of the city (South Ward). Area Board II has launched a full schedule of adult and youth activities, and all Area Boards have scheduled job counseling sessions sponsored by the New Jersey State Employment Service.

Area Board organization also provided the training ground for interns from the Institute of Management and Labor Relations at Rutgers University. Four such interns are spending from six to eleven months with the UCC for their field work in community organization.



# DIGNITY / HOPE / STABILITY

For a brighter tomorrow—job training, education, participation in the democratic process.



A sighted youth is trained to help the blind at Mt. Carmel Guild under the Youth Chance Program.



Intense interest marks training sessions at the Blazer sites.



Some of those attending the first annual meeting of Area Board trustees, April, 1966.



Oliver Lofton  
Administrator  
Newark Legal Services Project

Never too early to mould talents, concepts and aspirations, says the Newark Pre-School Council which prepares youngsters for the years of formal education that face them.



# The Programs

All programs funded totally or in part by the United Community Corporation (and some which do not receive community action monies but seek to participate in this unique process) must follow a set of guidelines established by UCC. Essentially, each must be developed and conducted so as to insure maximum feasible participation of those to be served.

During 1965-66 a number of established and newly created agencies met this requirement, in part, by including Area Board members on their planning committees, boards of trustees, in their recruitment drives and as employees. The **Newark Legal Services Project**, for example, not only involved residents of the community in the creation of the program and as trustees, but it has established neighborhood law centers in the offices of Area Board I and II to provide direct service to members of the groups and other residents of the community.

Below are summaries of programs which were developed and launched in similar fashion during the period covered by the **UCC Program Report: 1965-66**:

## Blazer Community Employment Training Program

**Walter C. Dawkins, Director**  
**303 Clinton Avenue, Newark**

The Blazer Community Employment Training Program, a genuine "grass roots" organization, drawing its trainees, board members and staff largely from the hard-pressed Clinton Hill section of the city, received a grant of \$337,000 in September 1965. Today, after eight months of operation, the staff of 28 is providing daily training at four locations in automotive repair, food preparation, upholstery and floor maintenance.

The training sites are conveniently located to provide easy access for the more than 200 men and women taking part in the 48-week program. The trainees, all referred to the Blazer program by the Newark Department of Welfare under its Federally sponsored Title V program, are removed from the city's welfare rolls but continue to receive their regular allotment plus a stipend of \$41.25 per month, out of funds allocated by the U. S. Department of Labor. Estimates place current welfare savings to the city at \$600,000.

In addition to work training situations, such as the food preparation center which is open to the public, Blazer set in motion a program to provide basic adult education courses for its trainees. Another unique feature of the program is the all-day pre-school center which was set up in cooperation with the Newark Pre-School Council for children of trainees.

## Career Oriented Preparation for Employment (COPE)

**32 Green Street, Newark, N. J.**  
**Albert I. Ascher, Project Director**

The COPE program represents one of a number of coordinated antipoverty efforts involving established institutions and the community action agency (UCC).

The United Community Fund and Council of Essex and West Hudson which played a key role in the program's design, is also involved in joint administration with the Jewish Vocational Service of Essex County.

This is a Neighborhood Youth Corps project, for young people between the ages of 16 and 21, in and out of school. The unusual funding allows for work experience for some 500

trainees over the period of one year, as well as a host of supportive services such as counseling, medical and dental attention, and remedial instruction.

Unlike other NYC projects currently operating in Newark—three sponsored by municipal agencies; one by a private social service agency—COPE places enrollees with social service agencies in the Newark and Essex County areas. To date some 100 trainees have been processed and assigned to training situations. During the training period which may last from 26 to 52 weeks, the trainee receives \$1.25 per hour. In addition to work experience the trainee's schedule may include remedial work in reading or mathematics.

The project was funded on February 11, 1966, and by the end of March it had placed its first trainees. By mid-April some 50 young people were placed and COPE moved into its permanent office, which now houses a staff of 25 administrative personnel, vocational counselors, remedial instructors and supervisors.

During the project's first year some 36 agencies, all members of the United Community Fund and Council, have agreed to participate and are scheduled to accept trainees. To date,

some 25 have received youth assigned by COPE, exposing them to a variety of job situations, such as recreation aide, teacher aide, electrician's helper, library aide and office assistant.

### **High School Head Start Seton Hall University South Orange, New Jersey Dr. Albert W. Reiners, Project Director**

High School Head Start was a 1965 summer program which supplemented the curriculum in the Newark public and parochial schools and established a pre-service teacher institute for graduates beginning their teaching careers.

The six-week program for 100 youth from Newark's "center city" aimed at better preparing them for high school, offered profitable classroom instruction in reading, mathematics, language skills, music and art—generally, a base of educational and cultural enrichment.

The program was administered by Seton Hall University with a staff of 10, assisted by the 19 pre-service teachers who were provided the

opportunity to aid these students in the transition from Junior High to secondary school under supervision of experienced teachers.

This highly successful program costing the Federal government \$42,600 received an award for distinguished achievement from the American Association of Colleges for Teacher Education.

### **Newark Legal Services Project 180 Plane Street, Newark, N. J. Oliver Lofton, Administrator**

Newark Legal Services Project is a broad-based community effort designed by residents, members of the legal profession and representatives from law schools, the Legal Aid Society, and the Essex County Bar Association, in cooperation with the UCC. It is dedicated to bringing legal services to the poverty-stricken areas of Newark.

This program, designed to provide legal services to the impoverished through a network of neighborhood law centers, received a Federal grant of \$310,300 on January 5, 1966.

Currently operating with a staff of 10 lawyers, including the administrator and assistant

administrator, law students and a small clerical staff, the NLSP is in the process of setting up its centers, the first of which were opened in May in space provided by Area Boards I and II.

In addition to working for individual clients, the law offices provide a community service, working with groups such as social action committees and tenant groups, to devise means of attacking neighborhood problems that may be amenable to solutions through legal processes.

**Newark Pre-School Council, Inc.**  
**71 Lincoln Park, Newark, N. J.**  
**Dr. Milton E. Akers, Director**

During the winter and spring of 1964-65 a group of Newark residents, among them specialists in the field of early childhood education, clergymen and representatives of social service agencies, came together on numerous occasions at the suggestion of the United Community Corporation to plan a pre-school program for Newark as part of the overall anti-poverty program.

What was formed as a result of those early meetings came to be known as the Newark

Pre-School Council, Inc., another of Newark's unique community based, community operated and community oriented services.

Now in its second year, having celebrated the first anniversary of its founding last February 27, the Council has been the focus of widespread attention as a prime example of maximum feasible participation not only in planning and administration, but as employees of the program of which they and their families are the direct beneficiaries. It received over \$2,000,000 in Federal funds to conduct the program during its first year.

Today, the Council staff of 349 is providing the pre-school experience on a year-round basis in a friendly and familiar atmosphere of some 56 neighborhood facilities such as churches, settlement houses, and housing projects for more than 2,200 youngsters throughout the city. It is hoped that this will place these children on an equal footing with other children living in more fortunate circumstances.

In addition to performing their classroom duties the staff participates in a formal training program, and many will be eligible for 15 college credits under a plan the Council has instituted in cooperation with Fairleigh Dickinson University.

Each group of youngsters is supervised by a staff of three—teacher, teacher aide and teacher in training, generally residents of the neighborhood to which they are assigned.

While the NPSC received the major share of the two million dollars allocated by the Office of Economic Opportunity, several other agencies received portions under special contract to the UCC. These are **Child Service Association, Fuld Neighborhood House, and The Hilary School.**

**Queen of Angels-Seton Hall**  
**Reading Project**  
**44 Belmont Avenue,**  
**Newark, New Jersey**  
**Rev. William Linder,**  
**Project Director**

Queen of Angels Church and Seton Hall University co-sponsored this program last summer to improve the reading and language skills of children in the lower income group.

Recruited from Newark's Central Ward through a volunteer staff, 177 youngsters par-

ticipated in the five-week program, which received funds from the Federal government totaling \$27,000.

Staff employed in the highly individualized classroom instruction included 11 teachers assisted by seven teacher aides, who benefited from the experience in cases where the intention was to become career teachers.

Seven residents of the community were employed as community aides receiving \$1.50 per hour to collect follow-up data regarding each child. They also functioned as the link between the home and the program.

Pupil evaluation indicated improved reading ability and marked gains in poise and personal relations.

Other programs launched and conducted during this period as part of the total community action thrust:

**Operation Head Start:** A summer pre-school conducted by the Newark Board of Education for some 2,800 four-year-olds. Highly diversified staff of teachers, teacher-aides, social workers, physicians, dentists, nurses and psycholo-

gists numbered 610. Total cost of the program was \$602,939, of which Federal government paid \$542,639.

**Project Enable:** (Education Neighborhood Action for a Better Living Environment), run jointly by the Family Service Bureau of Newark and the Urban League of Essex County, is part of a national program to demonstrate that disadvantaged families can improve their conditions through educational approaches to their problems. The project which receives \$71,117 from the Federal government, centers on parent discussion groups on child-rearing, community organization, and the family.

**Medicare Alert:** A community action program which operated at a cost of \$20,700 to the Federal government as an informational service to the elderly poor, regarding health insurance and other social security benefits.

Funded for a duration of two months, the program employed 40 older people, who were paid \$40 per week to make contact with those eligible for medicare coverage.

They were assisted by volunteers from the United Community Fund and Council, Ivy Hill Golden Age Club, Boys Clubs of Newark

Golden Age Club, Senior Service Corps and the Women in Community Service.

In addition to its primary function of assisting the poor Operation Medicare Alert provided temporary job opportunities for the elderly. Working on a part-time basis in two shifts of four hours a day.

**Summer Neighborhood Block Recreation:** Conducted by the Newark Police Department through the Police Athletic League, this city-wide program provided some 15,000 youngsters an opportunity to direct their energies into wholesome activities and enhance their recreational and cultural experiences.

In a structured setting of fifty designated recreational units (play streets), each unit served approximately 300 youngsters, offering arts and crafts games, social programs, field trips to such places as museums, the New York World's Fair, ball games, Statue of Liberty and airports. A ten-week summer camp was also part of the program. In establishing the program, staff was employed with particular emphasis on hiring the poor from the areas served. A Federal grant of \$159,600 provided the necessary funds.



Cyril D. Tyson  
Executive Director  
United Community Corporation

## TOTAL GRANTS

February 1, 1965 – April 30, 1966

|   |                        | % of<br>Total |
|---|------------------------|---------------|
| * 1. Central Administration                             | \$ 428,820             | 7.8           |
| 2. Newark Pre-School Council, Inc.                      | a 2,371,672            | 43.1          |
| 3. High School Head Start                               | 41,685                 | .8            |
| 4. Remedial Reading                                     | 25,372                 | .5            |
| 5. Board of Education Head Start                        | 602,939                | 10.8          |
| 6. Blazer   | 375,892                | 6.8           |
| 7. Summer Neighborhood Recreation                       | 177,330                | 3.2           |
| 8. Career Oriented Preparation for<br>Employment (COPE) | b 316,962<br>c 760,163 | 5.8<br>13.8   |
| 9. Project Enable                                       | 71,117                 | 1.3           |
| 10. Newark Legal Services                               | 310,299                | 5.6           |
| 11. Medicare Alert                                      | 24,803                 | .5            |
|   | <u>\$5,507,054</u>     | <u>100</u>    |

\*Includes Program Development, Community Action (Area Boards) and planning grant for **Golden Age Plan**, sponsored by Newark's Senior Citizens Commission.

(a) Also Child Service Association, Fuld Neighborhood House and the Hilary School.

(b) Office of Economic Opportunity.

(c) U. S. Department of Labor.

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The war on poverty is a team effort with a role for everyone. Below are some programs conducted by municipal and private agencies to complement the work of the United Community Corporation:

- **Neighborhood Youth Corps**—Office of the Mayor, Newark Housing Authority, Newark Board of Education.
- **On-Job-Training**—Business and Industrial Coordinating Council, AFL-CIO Teamsters Local 97.
- **VISTA**—A variety of public and private agencies.
- **Work Experience** (Title V, EOA)—Newark Department of Welfare.

The **UCC Program Report: 1965-66** was prepared by the  
Community Information Office of the  
United Community Corporation  
124 Branford Place, Newark, N. J. Telephone: 623-7313

Credits: Photos by Eugene Boykin  
Sam Convissor  
N. J. Office of Economic Opportunity

Booklet Designed by Florian Jenkins